

DEPARTMENT OF HEALTH FOR SCOTLAND

NEW TOWNS ACT, 1946

**DRAFT NEW TOWN  
(CUMBERNAULD)  
DESIGNATION ORDER  
1955**

**MEMORANDUM BY THE  
SECRETARY OF STATE FOR SCOTLAND**

**EDINBURGH: HER MAJESTY'S STATIONERY OFFICE  
1955**



## NEW TOWNS ACT, 1946

### Draft New Town (Cumbernauld) Designation Order, 1955

#### Memorandum by the Secretary of State for Scotland

#### Introductory

1. The purpose of this memorandum is to explain to those directly concerned and to the general public the Secretary of State's reasons for proposing the development of a new town in the area designated by the above-mentioned draft order.

2. The draft order has been prepared by the Secretary of State in exercise of his powers under section 1 of, and the First Schedule to, the New Towns Act, 1946, as applied to Scotland by section 25 of that Act, after consultation with the County Council of Dunbarton and the District Council of Cumbernauld who are the local authorities who appear to him to be concerned. The area of land designated by the draft order as the site of the proposed new town is shown on the plan forming Appendix II to this memorandum. It extends to approximately 4150 acres and lies wholly in the parish of Cumbernauld in the detached eastern portion of the County of Dunbarton.

3. The Secretary of State has also prepared a statement, in pursuance of the First Schedule to the Act, indicating the size and general character of the proposed new town ; and in accordance with the provisions of paragraph 2 of the said Schedule he has published in the Edinburgh Gazette, Scotsman, Glasgow Herald, Lennox Herald, and Kirkintilloch Herald a notice as required by that paragraph. He has served a like notice on the County Council of Dunbarton and District Council of Cumbernauld, being the local authorities who appear to him to be concerned with the Order. Copies of the draft Order and of the statement and notice above-mentioned are reproduced in Appendix I of this memorandum.

4. If objections are made to the draft Order within the time and manner specified in the above-mentioned notice and are not withdrawn, the Secretary of State will cause a local inquiry to be held with respect to the objections. As the inquiry will be into the objections, and not into the Order itself, it will be for the objectors to submit their objections and to lead any evidence they desire in support thereof. The Secretary of State will then consider the report of the inquiry before he decides whether or not to make a final Order under section 1 of the Act.

5. If the Secretary of State decides to make an Order under section 1 of the Act, the planning and development of the proposed new town will be undertaken by a Development Corporation to be appointed by the Secretary of State under the Act.

#### Reasons for the proposal to develop a new town

6. The planning problems of the Clyde Valley Region have received the close consideration of the local planning authorities, the Clyde Valley Regional Planning Advisory Committee and successive Secretaries of State over the past decade. The outstanding problem of the region arises in the City of Glasgow where despite the achievements of the Corporation as housing authority—some 36,000 houses have been built by them in the City since the war—housing conditions are still among the worst in Great Britain. The Corporation assess the present housing needs of the City at about 100,000 houses of which 41,000 are required for families who have no separate homes. In addition to this the greater part of Central Glasgow is grossly congested ; there are in the congested areas more persons to the room and less rooms to the individual house than in any other comparable areas of Great Britain. At the 1951 Census, for example, 48 per cent. of all houses in the City were

found to be of two rooms or less, while in the central areas of Glasgow the average gross density is 400 persons to the acre. The average net density, viz. taking into account only of the land occupied by dwellings, rises in the most overcrowded areas to 700 persons per acre. To match the very large immediate demand for housing accommodation, amounting to about 100,000 houses, it was estimated in 1952 that sites were available within the present City boundaries for only 43,000 houses, leaving a balance of about 60,000 houses to be accommodated on sites outside the City. These estimates do not include the further requirement for sites for overspill of population resulting directly from the redevelopment of the congested areas of the city, plans for dealing with which the Corporation have now in preparation.

7. Early in 1953, the Corporation reached the view that they would have no land within the City on which to continue their housing programme after 1957 or 1958 by which time all the vacant house sites referred to in the preceding paragraph were expected to be developed, or at an advanced stage of development. The Secretary of State therefore invited the Clyde Valley Committee in 1953 to consider and report as a matter of urgency on the measures to be taken to secure further sites outside the City to meet Glasgow's housing needs and to enable redevelopment schemes to get ahead. The Committee recommended in April 1954 that a new town to provide for 50,000 people should be developed as quickly as possible at Cumbernauld under the New Towns Act to cater for Glasgow overspill; and this recommendation was unanimously accepted by the 18 local authorities represented on the Committee and by the local authorities most directly concerned—Glasgow Corporation and the County Council of Dunbarton.

8. In considering the Committee's recommendation the Secretary of State has taken account of the fact that a direct extension of the City boundaries, even where possible, is undesirable. The burghs of Clydebank and Rutherglen have common boundaries with the City and much of the other land contiguous to the City boundary is already built-up. Even where this is not so, the land immediately adjoining the built-up area of Glasgow is to a substantial extent incapable of, or unsuitable for, development because of mineral subsidence or because serious detriment to agriculture would result. Finally, in the limited area where direct extension of the built-up area of Glasgow might be feasible, further building would eliminate the tenuous green belt separating Glasgow from neighbouring burghs or populous centres. The Clyde Valley Committee and the local planning authorities are agreed on the principle of maintaining a green belt and the Secretary of State endorses their views. Further peripheral extension would result in urban development on Clydeside sprawling in one continuous mass from the eastern limits of Airdrie to the western limits of Clydebank and Paisley. The Secretary of State is satisfied that the Cumbernauld area is the only one in which, having regard to all the relevant considerations it is possible to secure an early and rapid development on the scale which is essential if a serious decline in the annual output of houses to meet Glasgow needs in the years that lie ahead is to be avoided.

### **Consultations with Glasgow Corporation and Dunbarton County Council**

9. On receipt of the Clyde Valley Committee's formal recommendation, the Secretary of State entered into consultation with Glasgow Corporation about the part they might play, both financially and administratively, in the development of the new town, should that finally be decided upon. The Secretary of State had in mind that the primary purpose of the proposed new town would be to cater for overspill from the City of Glasgow and so relieve the City's housing waiting list, and this being so, the special co-operation of the Corporation was not only desirable but necessary if the proposed new town were to achieve its

purpose. Consultations, which centred mainly on the participation of the Corporation in the financing of the proposal, were necessarily protracted. It was eventually agreed in April of this year—

(i) that the Corporation would pay the statutory rate contribution for ten years in respect of each house built at Cumbernauld and let to a tenant nominated by the Corporation ;

(ii) that the Secretary of State would raise with the Corporation at a later date the question of an additional payment over and above the rate contribution for ten years in respect of houses at Cumbernauld let to their nominees, if it were found that they had to accept such an additional commitment to secure the provision of houses for their nominees in other areas.

It was contemplated under these arrangements that the number of houses to be provided at Cumbernauld for persons nominated by the Corporation might amount to 12,000 of the 14,000 houses likely to be comprised in the new town as a whole. It was made clear in the course of the discussions that if the new town proposals were approved the New Town Development Corporation would, of course, have the final decision in each case about the letting of houses to nominees of Glasgow Corporation or to any other persons and that the Corporation would be free to submit to the New Town Corporation alternative nominations.

10. The development of a new town creates substantial rateable values the rate revenue from which accrues not to the Development Corporation but to the local rating authority. A new town development corporation has, however, to rely on the responsible local authority for the provision of the necessary basic services some of which, for example water and drainage, may involve the authority initially in substantial expenditure. Because of these considerations the Secretary of State has been in consultation with Dunbarton County Council about their financial and administrative interest in the proposal. The basic principle suggested by the Secretary of State for the consideration of the County Council was that, while the proposed new town was not expected to impose additional burdens on existing county ratepayers, any surplus income from increased rateable value in the proposed new town should be devoted towards reducing the deficit incurred by the New Town Corporation on the project. The Secretary of State also explained that in the event of the County Council wishing to nominate tenants for houses in the proposed new town they would be expected to pay a rate contribution in respect of houses let to such persons on terms similar to those already agreed between the Secretary of State and Glasgow Corporation for houses let to the Corporation's nominees. The County Council have intimated to the Secretary of State their agreement on both these matters subject to discussion in detail of the financial arrangements at a later date.

### **Description of Site**

11. The selection of a sufficient area of land in the Cumbernauld district to permit of development on a scale required is governed by a number of factors, the first of which is the consideration of the geographical features of the area. The district lies between a very important coalfield to the west of the Glasgow-Cumbernauld-Stirling Trunk Road A.80 and substantial reserves of fireclay of considerable importance to the refractories industry which lie to the east of the Glasgow-Larbert railway line. The coalfield west of A.80 has been worked in the past, is being worked now and is capable of further development. Broadly speaking, therefore, all the land west of this road is liable to mineral subsidence. The fireclay deposits to the east of the railway are now being worked and further development of these reserves is in prospect. Consequently the major area of

land suitable for building development of a new town scale lies roughly between the two trunk roads A.80 and A.73 together with a relatively narrow strip lying to the east of A.73 between that road and the outcrop of the fireclay reserves about  $\frac{1}{4}$  mile to the east. A number of bores have been taken in it which indicate the land is generally stable for building purposes. Areas of land to the north of the junction of A.80 and A.73 are also capable of being developed and have been included in the area proposed to be designated. A quadrilateral portion of land at the northernmost part of the area and across A.80 is regarded as specially suitable for early industrial development. The southern limit of possible development is broadly defined by the Luggie Water, which forms the administrative boundary separating the counties of Dunbarton and Lanarkshire. Land immediately to the south of this boundary is more difficult to develop, since it is broken up into pockets by a number of separate watercourses separating small segments of land of very steep gradients.

12. Recent boring operations within the limits of the area proposed to be designated have disclosed limited reserves of coal. It had been previously thought that coal reserves within the triangular area bounded by A.80, A.73 and the Luggie Water were either insignificant or not economically workable. The geological data tend to show that in general the coal reserves lying west of A.80 thin out to the east of that road and cease to exist further to the east in the direction of the millstone grit and fireclay reserves. One bore has so far been taken with the prospective new town site approximately 450 yards east of A.80 and just to the south of Pollockshole Farm. It discloses a thin seam (25 inches thick) of coal of coking quality (Kilsyth Coking Coal) at a depth of about 1,200 feet. Further bores are, it is understood, not meantime contemplated by the National Coal Board.

13. In selecting the limits of the area proposed to be designated within the general locus set by the physical planning considerations the essential object has been to secure an area capable of containing the minimum requirements of a project intended to cater for 50,000 people, and, subject to two major reservations mentioned below, to exclude land, for example of a green belt or amenity character, not ultimately required for new town development. If the draft Order is finally approved, the Secretary of State proposes to enter into consultation with the local planning authorities whose districts abut or include the designated area about the extent of which land surrounding the new town might be kept free by the use of planning control powers in the Town and Country Planning (Scotland) Act, 1947, from intensive development in the interests of the amenities of the new town. These authorities are the Counties of Dunbarton, Stirling and Lanark.

14. The first reservation affecting the limits of the area proposed to be designated is that the boundaries have been drawn to march with farm boundaries so far as possible in order to avoid the uneconomic severance of individual farm units. Consequently some of the land within the area may not in fact be used for development. For example a narrow strip of land immediately to the east of A.80 is unsuitable for building because of contour difficulties and subsoil conditions. Again in the extreme eastern portion of the area east of the Glasgow-Larbert railway line it may be necessary to reserve certain pockets of land free from development depending on the extent, phasing and depth of the past and projected future working of fireclay reserves in this area. The bulk of the workable reserves, however, lie outside and to the east of the eastern limit of the area proposed to be designated. The area also contains a considerable acreage of woodland which the Secretary of State hopes will so far as possible be retained in the layout of the proposed new town.

15. The second is that regard has been paid to the views expressed by the County Council of Dunbarton and the District Council for the Cumbernauld

area about the limits of the area defined by the draft designation order. Both these authorities recommended that the existing villages of Cumbernauld and Condorrat, which lie on the fringe of the projected area of development for the proposed new town, should in fact be included within the area proposed to be designated. The local authorities concerned reached this view in the light of a number of considerations. As regards Condorrat, for example, they had in mind that the new sewage purification works at Dalshannan, referred to in paragraph 20 below and which lie to the south and east of Condorrat Village, should be included within the area which in those circumstances could best be defined to include all the land south of Condorrat Village lying between the Trunk Road A.80 on its new alignment and the Lanarkshire County boundary. As regards Cumbernauld, it is the County Council's intention to press ahead with the housing programme to meet the present needs of Cumbernauld Village and the site finally chosen for this development to be carried out by the County Council might well have to be found within the new town area. This suggested that the Cumbernauld Village itself should be included within the area proposed to be designated as the new town site.

### Agriculture

16. Any proposal for large-scale community development must involve some encroachment on agricultural land and a consequent loss in food production. The Clyde Valley Committee, before suggesting the Cumbernauld area as suitable for a new town had these considerations in mind. In proposing the designated area the Secretary of State has tried to restrict this loss to agriculture so far as the requirements of the project will allow. The land within, and in the vicinity of, the designated area is on an average of somewhat lower quality than that of any other feasible site of comparable size in the immediate vicinity of Glasgow or elsewhere in the Clyde Basin and, in the interests of agricultural production, as has been indicated above, the Secretary of State has decided to limit the area as closely as possible to the acreage estimated to be required for new town development.

17. The diversion of this land to new town purposes will, however, involve a considerable loss to local agriculture and the eventual disturbance of a relatively large number of agricultural tenants, including the tenants of the small holdings at Auchenkiln (of which the Secretary of State is proprietor). The Secretary of State feels with regret that this loss and inconvenience must be accepted having regard to the very urgent and pressing problem the project of the new town as a whole is intended to help to solve. If it is ultimately decided that development of the new town should proceed, every effort will be made to allow those farms and holdings not affected by the first stage of development to remain in production as long as possible.

### Services

18. The regional water scheme for Stirling County and the detached portion of Dunbarton County is expected to make available at Cumbernauld by 1956 a supply of 1,000,000 gallons a day, sufficient for a population of approximately 20,000. The scheme is capable of the necessary expansion to meet the further needs of the new town.

19. The northern part of the site is drained north-eastwards by the Red Burn to the Bonny Water and thence to the Forth, while the western and southern part is drained westwards by the Luggie Water to the Kelvin and thence to the Clyde. Sewage disposal works, capable and suitably located for expansion in the event of the development of a new town are situated on the Red Burn, at South Cumbernauld which takes the existing drainage from Cumbernauld Village and on the Luggie Water, at Dalshannan, taking the existing drainage from Condorrat.

20. The general area is supplied with gas from Coatbridge which lies to the south. The grid transmission electricity lines run close to the area proposed to be designated.

### **Communications**

21. The road communications in the area proposed to be designated are particularly favourable to the full development of a new town. The Glasgow-Stirling Road (A.80) joins the Airdrie and south road (A.73) at Cumbernauld Village. Work on A.80, which will include the provision of 24' 0" dual carriageways on the Dunipace-Glasgow portion and a bypass of the existing village of Cumbernauld, has already begun as part of the programme for Scotland announced in December 1953. A new Junction of A.80 with A.73 is also being considered, involving a substantial diversion of A.73 to the east of the existing road. The former road connects the area, to the west, with Glasgow and industrial Clydeside and, to the east, with Stirling and the North, the Falkirk-Grangemouth area and Edinburgh. The latter gives direct communication with Airdrie-Coatbridge and the Newhouse industrial estate and, after joining trunk road A.74 (the main artery between West Scotland and England) gives access to the South. The Glasgow-Larbert railway line runs through the site which includes Cumbernauld Railway Station.

### **Industry**

22. It is the Secretary of State's intention that if the new town of Cumbernauld is proceeded with on the site proposed it should be a balanced community with industrial and commercial facilities on the scale required for a population of 50,000. A number of suitable industrial sites are contained in the area proposed to be designated and have easy connection with both trunk roads, and with the railway system passing through the area. Cumbernauld is in the Scottish Development Area and facilities of the Distribution of Industry Act, 1945, can be made available in respect of approved industrial projects there. The primary purpose of the proposed new town is, of course, to cater for overspill from Glasgow and the Secretary of State hopes that the powers available to the development corporation which if the project is proceeded with will be set up to administer it (which include powers to carry out industrial development) may assist in securing the transfer from Glasgow of undertakings established there who find it convenient to seek new locations in Cumbernauld and houses for whose workers can be provided in the new town.

## APPENDIX I

### DRAFT NEW TOWN (CUMBERNAULD) DESIGNATION ORDER, 1955

In exercise of the powers conferred on him by Section 1, as applied to Scotland by Section 25, of the New Towns Act, 1946, the Secretary of State for Scotland after consultation with the local authorities appearing to him to be concerned hereby designates as the site of a proposed new town All and Whole that area of land extending to 4150 acres or thereby in the Parish of Cumbernauld and County of Dunbarton and shown within the inner edge of the red shaded line on the Map marked "New Town (Cumbernauld) Designation Order, 1955" signed and sealed with reference hereto.

This Order may be cited as the New Town (Cumbernauld) Designation Order, 1955.

GIVEN under the Seal of the Secretary of State for  
Scotland this \_\_\_\_\_ of \_\_\_\_\_, 1955.

L.S.

*Secretary.*

DEPARTMENT OF HEALTH FOR SCOTLAND,  
ST. ANDREW'S HOUSE,  
EDINBURGH, 1.

### NEW TOWNS ACT, 1946

### DRAFT NEW TOWN (CUMBERNAULD) DESIGNATION ORDER, 1955

### STATEMENT MADE BY THE SECRETARY OF STATE FOR SCOTLAND INDICATING THE SIZE AND GENERAL CHARACTER OF THE PROPOSED NEW TOWN

The intention is that the proposed new town at Cumbernauld shall be developed with special regard to its assisting in the relief of congestion in the City of Glasgow and that, when fully developed, it shall have a total population of the order of 50,000 of whom some 40,000 may be nominated to houses in the new town, under agreed arrangements, by the Corporation of the City of Glasgow. It is proposed that the new town will be a balanced community that is to say with appropriate provision for industry, residential units, an administrative, commercial and shopping centre, and with land set apart for recreational facilities, and open spaces.

(Sgd.) H. R. SMITH,  
*Secretary.*

DEPARTMENT OF HEALTH FOR SCOTLAND,  
ST. ANDREW'S HOUSE,  
EDINBURGH, 1.

23rd July, 1955.

## NEW TOWNS ACT, 1946

### NOTICE OF PREPARATION OF DRAFT NEW TOWN (CUMBERNAULD) DESIGNATION ORDER, 1955

NOTICE is hereby given that the Secretary of State for Scotland, in exercise of the powers conferred on him by Section 1 of, and the First Schedule to, the New Towns Act, 1946, as applied to Scotland by Section 25 of that Act, has prepared and is about to consider the draft of an Order designating as the site of a proposed new town an area of land extending to 4150 acres or thereby in the Parish of Cumbernauld and County of Dunbarton and shown within the inner edge of the red shaded line on the Map referred to in the draft Order.

A copy of the draft Order, together with a copy of the Map and a Statement indicating the size and general character of the proposed new town, has been deposited at the offices of the District Council, Cumbernauld, and may be inspected without payment of fee between the hours of 10 a.m. and 12 noon on Saturdays, and between 10 a.m. and 1 p.m. and 2 p.m. and 4 p.m. on other weekdays.

Copies of the draft Order, Map and Statement have also been deposited at the Office of the County Council, Dunbarton, and the Office of the Town Clerk, Glasgow, where they may be inspected without payment of fee between the hours of 10 a.m. and 12 noon on Saturdays and 10 a.m. and 4 p.m. on other weekdays; and at the office of the Department of Health for Scotland, York Buildings, Queen Street, Edinburgh, 2, where they may be inspected without payment of fee between the hours of 9 a.m. and 12 noon on Saturdays and 9 a.m. and 5 p.m. on other weekdays.

Any objections to the proposed Order must be made in writing, stating the grounds of the objection, and lodged with the Secretary of State for Scotland, St. Andrew's House, Edinburgh, 1, before the thirty-first day of August, 1955.

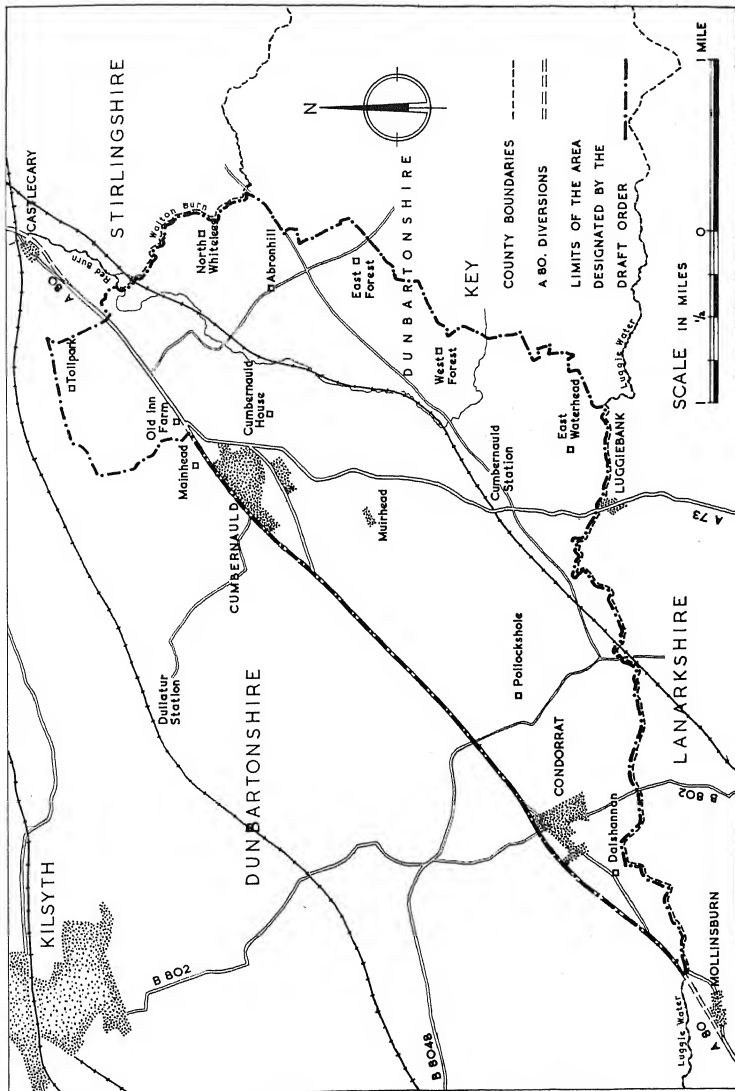
In accordance with Paragraph 5 of the First Schedule to the Act, any person who duly makes an objection may at the time of making it, or thereafter, send to the Secretary of State a request in writing to be served with notice of the making of the Order specifying an address for service.

If any objection is duly made to the proposed Order and is not withdrawn, the Secretary of State must, before making the Order, cause a public local inquiry to be held with respect thereto, and must consider the report of the person by whom the inquiry was held.

Dated this twenty-third day of July, 1955.

(Sgd.) H. R. SMITH,  
*Secretary.*

DEPARTMENT OF HEALTH FOR SCOTLAND,  
ST. ANDREW'S HOUSE,  
EDINBURGH, 1.



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